



ALAMEDA COUNTY
CONGESTION MANAGEMENT AGENCY

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*November 3, 2009
Agenda Item 3.2.1*

Memorandum

Date: October 26, 2009
To: ACTAC
From: Saravana Suthanthira, Senior Transportation Planner
Subject: Congestion Management Program (CMP): 2009 Conformity

Action Requested

ACTAC is requested to recommend that the Board:

- 1) Find that all the jurisdictions are in conformance with a) the CMP Land Use Analysis Program; b) Transportation Demand Management Element; and c) Payment of Fees;
- 2) Approve the Deficiency Plan status reports regarding Westbound I-580 Deficiency Plan and Mowry Avenue Deficiency Plan. Staff is working with the cities of Oakland and Alameda regarding the status report for the SR 260 (Posey Tube) Deficiency Plan, which is expected to be available before the December 3rd meeting of the CMA Board where the final conformity findings will be adopted; and
- 3) Accept the SR 185 westbound Deficiency Plan which is being adopted by the City Councils of Oakland and Alameda on November 20, 2009.

Discussion

To be found in conformance with the adopted Alameda County CMP, local jurisdictions must take the following actions as required by the Government Code Section 65089.3 and the Joint Powers Agreement:

1. Adopt and implement a Land Use Analysis Program that meets the requirements detailed in the current Congestion Management Program (CMP)
2. Adopt and implement the Required Program of the Transportation Demand Management (TDM) Element (Site Design and participation in the CMP Capital Improvements Plan)
3. Submit payment for their share of CMA costs as specified in Section 20 of the Joint Powers Agreement.
4. Address any deficiencies identified in the Level of Service (LOS) monitoring of the CMP system

The attached Table 1 "2009 CMP Conformance: Land Use Analysis, Site Design Guidelines, Payment of Fees, and Deficiency Plans" indicates the status of local agency submittals by jurisdiction for a finding of CMP conformance.

The details of the conformance with regard to the Deficiency Plans are as follows:

Active Deficiency Plans

- 1) SR 185 westbound from 46th Street to 42nd Street in Oakland was identified as deficient during the 2008 LOS Monitoring Study. The City of Oakland as the lead agency and the City of Alameda as the participating agency prepared a deficiency plan for this segment. A copy of the Deficiency Plan is attached, which includes the recommended solutions and implementation plan for achieving LOS E or better. The recommended actions will correct the deficiency and are funded. The Deficiency Plan is going to both City Councils on November 20th. Upon approval from the City Councils on November 20th, both cities' conformity status will be updated.
- 2) All jurisdictions that are required to report on the three active deficiency plans are in conformance with the exception of the city of Alameda as follows:
 - Mowry Avenue eastbound from Peralta Boulevard to SR 238/Mission Boulevard
Lead: City of Fremont
Participation Jurisdictions: Newark
Progress Report and Letters of Concurrence: Received and short term mitigation measure has been completed and progress is satisfactory
 - I-580 westbound between Center Street and I-238 in Alameda County
Lead: Alameda County
Participation Jurisdictions: Cities of Oakland, San Leandro, Dublin, Livermore and Pleasanton
Progress Report and Letters of Concurrence: Received and the progress is satisfactory.
The plan implementation will be completed by end of summer 2010
 - SR 260 (Posey Tube) eastbound and I-880 northbound freeway connection
Lead: City of Oakland
Participation Jurisdictions: Cities of Berkeley and Alameda
Progress Report and Letters of Concurrence: Received and the progress is satisfactory.
Additionally, the City of Alameda requested support from the CMA in securing funds for improvements for two additional intersections as part of the Webster ITS project, which is one of the improvement measures in the Deficiency Plan. The CMA will work with the City of Alameda to determine funding availability.

Table 1 - 2009 CMP CONFORMANCE

Land Use Analysis, Site Design, Payment of Fees and Deficiency Plans

	Land Use Analysis Program			Site Design	Payment of Fees	Deficiency Plans/LOS Standards	Meets All Requirements
Jurisdiction	Tier 1 - Ordinance Adoption	Tier 1: GPA & NOP Submittals	Tier 2- Land Use Forecasts	Checklist Complete	Payments thru 4th Qts FY 08/09	Deficiency Plan Progress Reports and Concurrence	
Alameda County	Yes	Yes	Yes	Yes	Yes	Yes	Yes
City of Alameda	Yes	Yes	Yes	Yes	Yes		
City of Albany	Yes	Yes	Yes	Yes	Yes	N/A	Yes
City of Berkeley	Yes	Yes	Yes	Yes	Yes	Yes	Yes
City of Dublin	Yes	Yes	Yes	Yes	Yes	Yes	Yes
City of Emeryville	Yes	Yes	Yes	Yes	Yes	N/A	Yes
City of Fremont	Yes	Yes	Yes	Yes	Yes	Yes	Yes
City of Hayward	Yes	Yes	Yes	Yes	Yes	N/A	Yes
City of Livermore	Yes	Yes	Yes	Yes	Yes	Yes	Yes
City of Newark	Yes	Yes	Yes	Yes	Yes	Yes	Yes
City of Oakland	Yes	Yes	Yes	Yes	Yes		
City of Piedmont	Yes	Yes	Yes	Yes	Yes	NA	Yes
City of Pleasanton	Yes	Yes	Yes	Yes	Yes	Yes	Yes
City of San Leandro	Yes	Yes	Yes	Yes	Yes	Yes	Yes
City of Union City	Yes	Yes	Yes	Yes	Yes	NA	Yes

N/A indicates that the city is not responsible for any deficiency plan for the past fiscal year.

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SR-185 Deficiency Plan

City of Oakland

Introduction and Setting

In 1990, California voters passed Propositions 108 and 111 that mandated the creation of Congestion Management Programs (CMP's) in all urban counties. The goal of these programs is to improve air quality and decrease vehicle congestion. Congestion management agencies undertake a variety of programs to do this. This state mandate requires all local jurisdictions to remain in conformance with the CMP by meeting certain requirements. One of the requirements is the monitoring of traffic speeds during peak hours on CMP streets. In Alameda County a monitoring program of CMP roadways is undertaken biennially to ensure conformance with the state mandated requirements. If the afternoon peak hour vehicle speeds on any segment of a CMP roadway fall to a Level of Service F, the street is no longer in conformance with the CMP. The Level of Service (LOS) methodology quantifies the level of congestion along a network segment. These measurements range from LOS A representing the best operation conditions (free flow and no congestion) to LOS F representing the worst level of congestion (stop and go traffic). Should a roadway segment perform at LOS F during the monitoring process, after certain applicable statutory exemptions, a deficiency plan is required from the affected jurisdiction(s).

Based on the 2008 LOS Monitoring Study conducted in Spring 2008, Westbound International Boulevard (SR185) between 46th Avenue and 42nd Avenue in the City of Oakland was identified as deficient by the Alameda County Congestion Management Agency in July of 2008. Therefore, a deficiency plan was required from the City of Oakland.

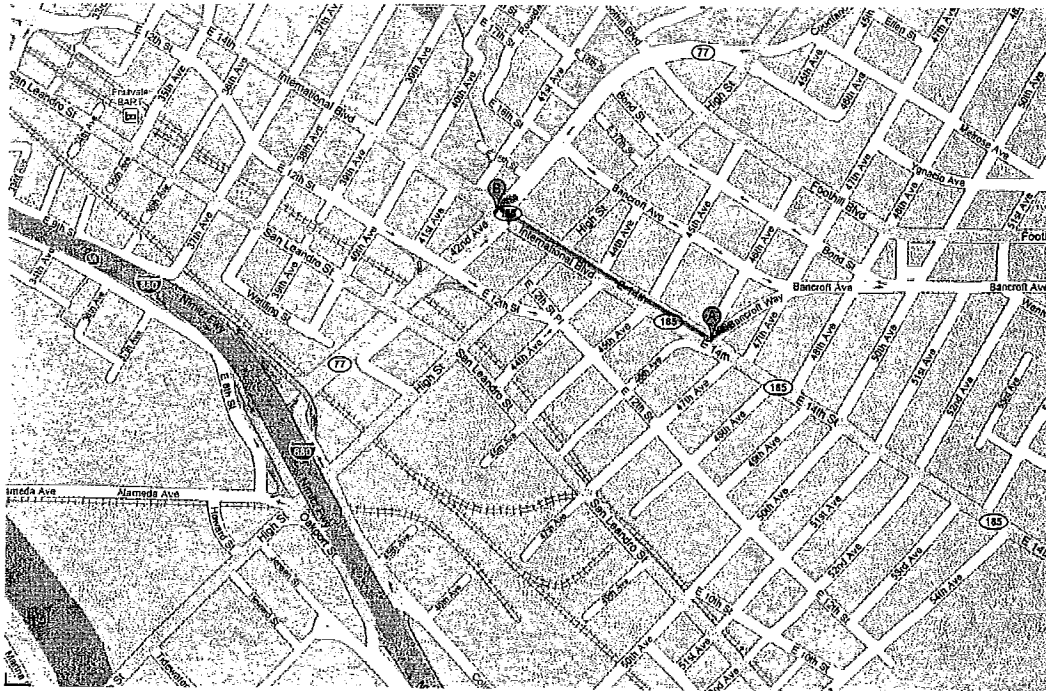
Multi-Jurisdictional Participation

State law requires the jurisdiction in which the deficiency occurs to take the lead in preparing the deficiency plan. However, other jurisdictions must participate and adopt the plan if they contribute ten percent or more to the traffic volumes found on the deficient segment. In this case the City of Alameda was identified as the Participating Agency for the deficiency plan. Caltrans, being the owner and operator of the SR 185, has participated at the technical level during the formulation of the plan.

Existing Setting

Westbound International Boulevard between 46th Avenue and 42nd Avenue is a 5 lane arterial, 2 lanes in each direction with center left turn lanes. Figure 1 shows the location and the segment. The roadway segment is State Route 185 and is in the Caltrans right of way, with two signals-one at High Street and another at 42nd Street intersections- being operated directly by Caltrans. The arterial is parallel to the I-880 freeway and part of Intelligent Transportation System corridor. International Boulevard is the primary east-west arterial in East Oakland, carrying approximately 28,000 vehicles daily. The land use abutting the deficient segment is primarily retail and commercial.

Figure 1: Location Map of Deficient Segment



Deficiency Analysis

Deficiency identified by the CMA

Westbound International blvd (SR 185) between 46th Avenue and 42nd Avenue is classified in the Congestion Management Program (CMP) of the CMA as Arterial II. For Arterial II roadways, the Level of Service becomes F when the average speed falls below 10 mph. The CMA's 2008 LOS Monitoring Study conducted travel time runs in Spring 2008 during the afternoon peak period of 4 p.m. to 6 p.m. and found that this roadway segment was operating at an average speed of 7.5 mph.

City staff evaluated the deficient segment via several site visits, and field observation during the peak hour. Travel time runs were also conducted by the City on May 12, and 15th of 2009 following the same procedures identified for the data collection in the LOS Monitoring Study. A total of 9 runs were conducted. A comparison of the results of the City and CMA studies are presented below in Table 1.

Table 1: Comparison of CMA and City of Oakland Travel time Studies

Index	CMA	*City of Oakland
Average Speed	7.5	15.2
LOS	F	D
# of Runs	6	9

*For the detailed run data please refer to the Appendix.

Although the travel time runs were conducted by the CMA and the City one year apart, they occurred during the same time of the year. An explanation for the improved level of service could be the effect of the economy on traffic volumes.

Deficiency Analysis

During the city's site evaluation, traffic congestion, if any, occurring in the westbound direction was determined to be a function of signal timing. The signal at High Street is coordinated with the signal at 42nd Avenue for the eastbound direction since it has higher volumes than the westbound direction during the pm peak hour. Should a vehicle not make both greens along International Boulevard between High Street and 42nd Avenue there is a possibility of a resulting LOS F for that particular vehicle. Therefore, an adjustment of timing would be necessary to mitigate the deficiency, if this segment is proved to be functioning at LOS F in a future travel time run.

Actions and Implementation Plan

Based on the most recent floating car runs, westbound International Blvd (SR 185) between 46th Avenue and 42nd Avenue is found to operate at an improved level of service. However, should it be re-identified as a deficient segment in the future, the following proposed action plan should be activated.

The following combination of short term and long term measures are anticipated to improve the level of service for the CMP segment, westbound International Blvd (SR 185) between 46th Avenue and 42nd Avenue. All measures proposed for implementation shall be agreed upon by the Cities of Oakland and Alameda prior to implementation to ensure that additional impacts are not created..

1. Short term measure: Implement a new signal timing plan for the segment to bring it to an acceptable LOS.
2. Long Term measure: High and 42nd Avenue Improvement project would serve as a long term benefit to the transportation network in the area. It involves extending 42nd Avenue to improve circulation and access at the on and off-ramps, and improves access to Alameda bound traffic. The City of Oakland is the project sponsor. The project is currently in the right of way phase and is scheduled for construction in 2014 pending completion of a Caltrans seismic retrofit project of the overpass in the same area

Schedule Funding and Responsibility

Implementation of the action plan summarized above is anticipated to improve the level of service along the network segment to an acceptable level (E or better) should the segment be re-identified as deficient in the future (The next LOS Monitoring is scheduled for Spring 2010). The cost associated with signal re-timing would be absorbed into the City of Oakland's regular signal operation and management budget. Action plan item 2 is currently fully funded. The AC Transit's BRT project is a Resolution 3434 project and is considered to be fully funded.

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Appendix

City of Oakland's Floating Car Study Data

Clock Times and Dates

Checkpoint	Run Number	Date		Distance		1		2		3		4		5		6		7		8		9	
	Distance																						
46th St	0.79																						
High St	0.18																						
42nd Ave/E 14th	0.08																						

Checkpoint Times

Checkpoint	Run Number	Date		Distance		1		2		3		4		5		6		7		8		9		Average	
	Distance																								
High St	0.18																								
42nd Ave/E 14th	0.08																								

Checkpoint Speeds

Checkpoint	Run Number	Date		Distance		1		2		3		4		5		6		7		8		9		Average		Standard Deviation	
	Distance																										
High St	0.18																										
42nd Ave/E 14th	0.08																										

Segment Results

Checkpoint	Total Distance		Jurisdiction		Number of Runs		Average Elapsed Time		Average Speed		Arterial Class		Level of Service		Segment Number		Segment Distance		Segment Time	
High St																				
42nd Ave/E 14th																				